

PROPOSED LAND USE

This land use plan builds on downtown's traditional patterns of development and identifies opportunities for improvements.

NORTH AMERICAN DOWNTOWNS AND MILWAUKEE

Many downtowns in North America follow the traditional grid pattern established by European settlements. As downtowns evolved, the pattern of development was modified to reflect unique circumstances such as riverfronts, railroad lines, economic opportunities, environmental features, and unique amenities.

Technological innovations also changed the pattern and visual character of urban development. Districts of wood-frame buildings were replaced with taller structures, as elevators allowed for the development of high-rise buildings. Steel and concrete also changed the landscape. Transportation technologies including streetcars and then automobiles had an obvious impact. As transportation technology changed, most downtowns underwent significant redevelopment efforts, usually occurring every 10 to 20 years.

Milwaukee has evolved in a similar fashion. The downtown contains the diversity of building types found throughout the Midwest. Low-rise, mid-rise, and high-rise buildings are located in close proximity to one another. There are townhome apartments near detached homes. Riverfront structures reflect the economic market conditions for which they were built. Historic main-street structures as well as contemporary office plazas are also present. (3.1)

Like many Midwestern downtowns, Milwaukee buildings

and transportation systems were dramatically influenced by post-World War II development patterns. The combination of larger super-block structures, along with the new freeways, dramatically altered the city's image. (3.2)

This plan is intended to repair the fabric of the city by restoring the urban character of the area, with its rich mix of uses.

FRAMEWORK AND INFRASTRUCTURE

The underlying premise of this plan is to replace and regenerate the infrastructure of blocks, streets, and urban open spaces that were disrupted when the freeway was built. (3.3) This approach will create the highest long-term value for the downtown and the surrounding metropolitan community.

The Milwaukee Grid – Regenerating Traditional Urban Patterns

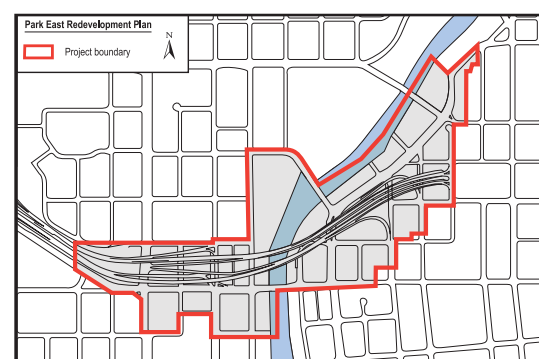
The primary development task for the city is to re-establish the grid system in a manner that is conducive to high-quality development and improved traffic distribution. Blocks are arranged to maximize buildable land in logical patterns and increase access opportunities. (3.4)

The plan reinstates the traditional grid, creating a wide variety of urban lots with a texture of smaller parcels.

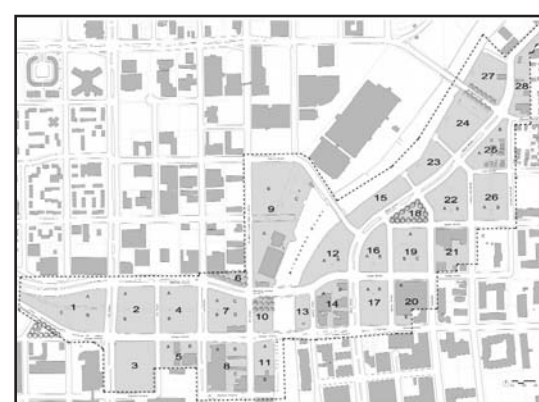
The street pattern is designed to allow for the creation of critical urban spaces, located such that they add value to surrounding buildings and facilitate visual linkages among sites.



(3.1) Milwaukee's downtown contains the diversity of buildings found throughout the Midwest, such as low-rise, mid-rise, and high-rise buildings, riverfront structures, and historic main streets.



(3.3) Existing block and roadway configuration before demolition of the freeway.



(3.4) The Redevelopment Plan's new block and roadway configurations will re-establish the city's street grid system and traffic circulation.



(3.2) After World War II, the combination of larger super-block structures, along with the new freeways, dramatically altered Milwaukee's image. The city's building and development patterns are shown here (from the top down) in 1910, 1950 and 1996.

In addition, the street pattern creates stronger connections with riverfront activity as well as connections among downtown districts and surrounding neighborhoods.

Ground Floor Uses and Urban Experience

Many factors contribute to the quality of experience in a downtown. One of the most critical is the nature of the social and economic activity located at street level. The ground floor of the city contains uses open to the public and will be enhanced with additional shops, restaurants, entries to offices, lobbies for major public buildings, and various service activities that move goods and people in and out of buildings. (3.5)

To effectively contribute to the quality of experience, these uses need to be visible, accessible, and memorable. This involves careful consideration of windows, entries, signage, and many other design details. The full public realm involves both the inside and outside of buildings – effective connection of these two types of areas makes downtowns more valuable. The guidelines contained in Document Three: Development Code help achieve this necessary relationship.

DOWNTOWN AND PUBLIC PLACES

The Emergence of Three Districts – McKinley Avenue, Lower Water Street, Upper Water Street

The evolving history and character of downtown development leads to the perception of different districts and places. Within the Park East corridor, three districts have been defined based on a review of the site analysis, visual observation, an understating of past patterns, and current social and economic trends. (3.6)

The river divides the study area into one western and two eastern districts. This division along the river has been part of Milwaukee since the city’s first street systems

were created. The western district is best defined by its principal public feature – the newly created McKinley Avenue.

East of the river, the character of Water Street is the major defining feature. The character of the street varies, however, in the northeast section of the study area. This change is visible in the architecture, history, and social and economic activity. Consequently, Water Street is divided into the Lower Water Street and Upper Water Street districts.

Within each of the three districts there are numerous subcomponents – significant streets, landmarks, nodes of social and economic activity, and unique environmental and architectural attributes. These subcomponents are discussed subsequently within the description of each district.

Hierarchy of Streets

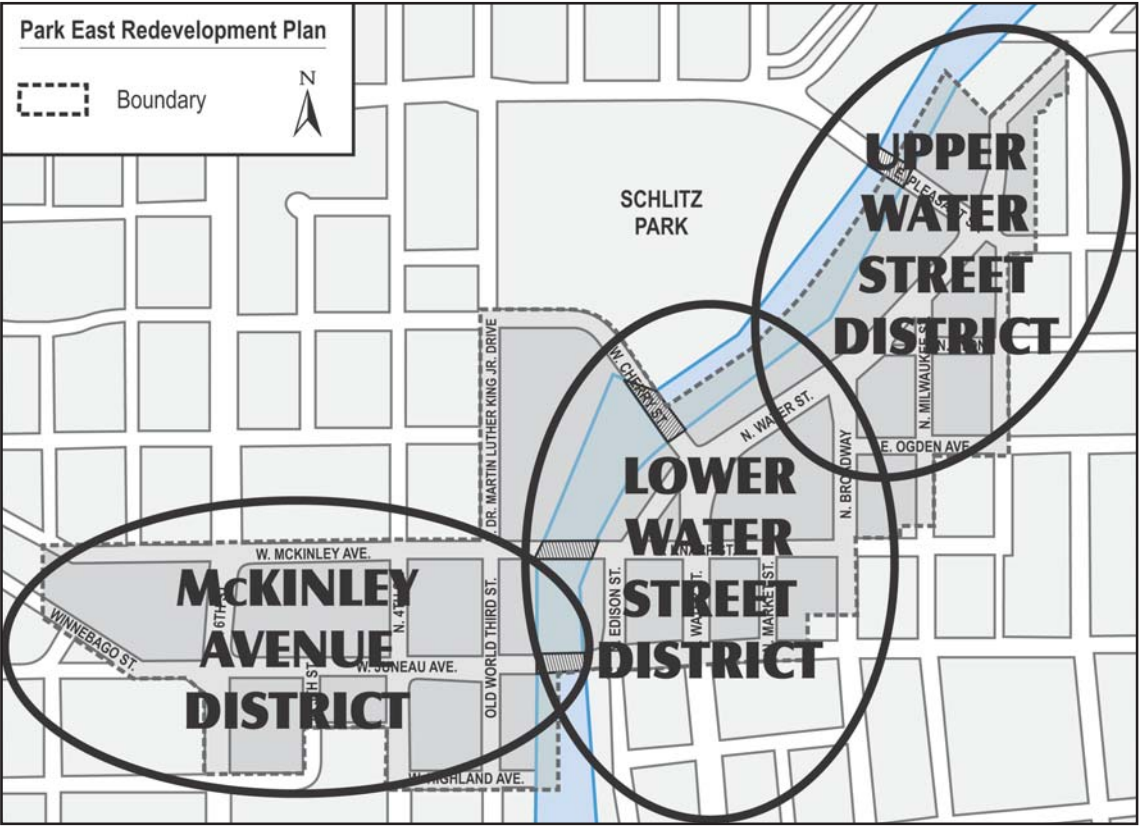
Along with the RiverWalk, streets are the downtown’s most important public places, serving as connections to neighborhoods, the riverfront, plazas, and squares throughout downtown. When properly designed, streets become the outdoor places that define and enhance the experience of downtown.

Continuous shopping/entertainment streets

Several streets have the capacity to become regionally recognized as unique and valuable pedestrian places. Specifically, these include Water Street and portions of Third and Fourth Streets. These streets have the potential for creating a continuous shopping and entertainment experience that is equally desirable for pedestrians and motorists alike. (3.7)

Special feature streets

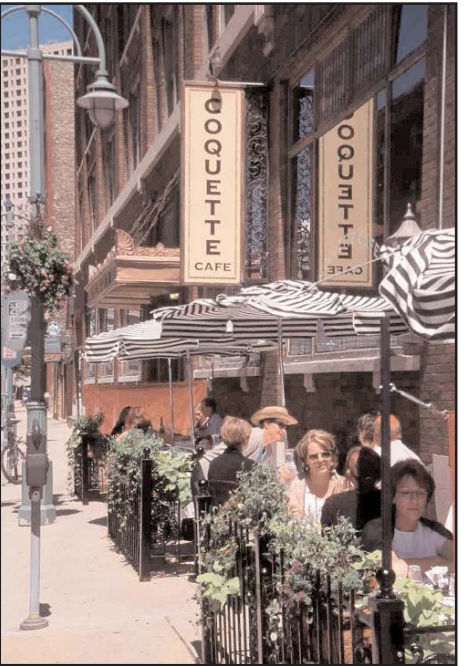
Some streets, while not appropriate for continuous shopping and entertainment, have unique qualities that require emphasis, enhancements, and unique treatments. These include



(3.6) The evolving history and character of downtown development leads to the perception of different districts and places. Within the Park East corridor, three districts – McKinley Avenue, Lower Water Street, and Upper Water Street – have been defined.



(3.5) The ground floor of a downtown contains its public uses – shops, restaurants, entries to offices, lobbies for major public buildings, and a variety of service activities that move goods and people in and out of buildings.



(3.7) Water Street and portions of Third and Fourth streets have the potential to create a continuous shopping and entertainment experience for both pedestrians and vehicles.

McKinley, Knapp and Juneau Avenues. (3.8) Also, new street opportunities such as a riverfront lane that parallels Water Street have the potential for high-visibility pedestrian activities.

Service Streets and Alleys

Finally there are some streets (and all alleys) whose character derives from service uses. While these streets may not experience high volumes of pedestrian activity, they can and should include ground-floor design details that makes them attractive to pedestrians and passers-by. (3.9)

Squares, Parks, and Landmarks

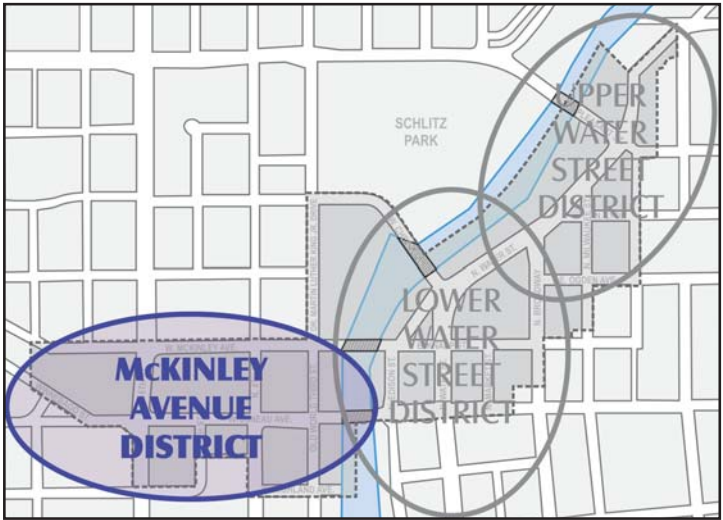
Unique opportunities for squares, plazas, and landmark structures are common to all great downtowns. Urban open spaces, while not pastoral parks, include planted boulevards; tree-lined, wide sidewalks; riverwalks and urban squares. As part of the infrastructure improvement project, four specific sites have been designated for urban squares, sections of Riverwalk will be constructed, and new boulevards with tree-lined medians and sidewalks will be built. In addition, four sites have been designated for landmark buildings. The locations of these elements have been carefully selected to maximize their impact in terms of visibility and value to surrounding developments.

In addition, there are opportunities for courtyards that open to the street and create effective public places. Unique elevation details, such as balconies, signs, and roof forms can enhance these places as landmarks.

MCKINLEY AVENUE DISTRICT

Land Use, Economic and Social Activities

The McKinley Avenue District will be the northern gateway to downtown. New regional entertainment activities will flourish



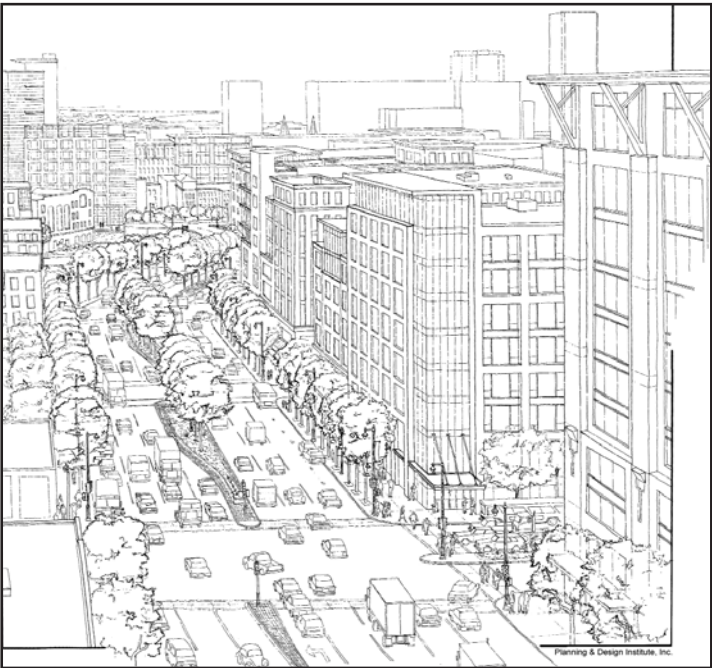
ish with supportive hotels and restaurants. Corporate and multi-tenant office buildings will develop along with supporting retail and residential uses. This district will create strong linkages to residential and commercial uses to the north; riverwalk activities along the east; entertainment, institutional, and commercial uses to the south; and revitalization and adaptive reuse of buildings to the west.

The McKinley Avenue District will provide a mix of activities that enhance the street experience and add to the vitality of the adjacent neighborhoods and downtown.

Office

Several factors make this district conducive to corporate and multi-tenant office buildings including easy freeway access, high visibility, easily assembled larger parcels, and adjacent entertainment uses that serve as amenities to potential employees. (3.11)

Not all areas of downtown are equally suited to larger building floorplates often needed by corporate tenants. Consequently, this type of use will be given greater preference. By grouping corporate offices in one district, they will provide strong support for business-oriented retail and will



(3.8) As shown in the above rendering by PDI, Inc., McKinley Avenue will be the most attractive vehicular entrance to downtown, providing an experience equally desirable for motorists and pedestrians.



(3.9) While some streets (and all alleys) whose character derives from service uses may not have high volumes of pedestrian activity, they can and should have ground-floor design that makes them friendly to passers-by.



(3.10) Squares, plazas, and landmark structures are common to all great downtowns. The Redevelopment Plan identifies a location for an urban square similar to the above rendering.



(3.11) Easy freeway access, high visibility, easily assembled larger parcels, and adjacent entertainment venues make the McKinley Avenue District conducive to corporate and multi-tenant office buildings.

create higher property values.

To be successful, corporate office uses need to occur within a diverse, mixed-use area. Consequently, the other supporting uses – both retail and residential – are essential to the success of office activities. Supporting retail might include carry-out and sit-down restaurants, a pharmacy, and/or other shops that offer convenience items and services.

While large floor structures that occupy up to an entire city block will be permitted, it is not desirable to have buildings that will require the abandonment of public streets. Parking provided for development will be in the form of parking structures and on-street parking.

Residential

The creation of a residential neighborhood is not a priority for this district. Other areas to the north and east offer more appropriate and significant opportunities for residential growth over the long term.

Nevertheless, some forms of support and infill residential such as smaller apartment structures, apartments/condominiums over offices, and hotels for business travelers are encouraged. Owner-occupied units are preferred.

The large number of nearby institutional and government offices provide a market for more affordable dwelling units serving employees.

Support retail will create customers and services for residents and business owners during evening and weekend hours.

Entertainment

Development within McKinley Avenue District will complement the regional entertainment activities of the

Bradley Center, Midwest Express Center, and the related entertainment and retail activities of Old World Third Street. (3.12) New major entertainment venues will be given strong consideration; however, such uses must fit within the prescribed pattern of lots and blocks and most importantly, ensure continuity of the social streetfront and economic activities.

Newly expanded or remodeled uses must create strong street-front activities incorporated along the perimeter of their structures and must complement other uses in terms of circulation, character, and mutual benefit. Other forms of supporting retail/entertainment uses such as restaurants, clubs, cafes, and similar smaller-scale activities are especially welcome at street level and corner sites.

Outdoor Public Activities

The unique alignment of McKinley Avenue creates several locations with unusual shapes that offer good opportunities for creating high-value urban squares and landmarks. These spaces are typically portions of lots that are located at high-visibility junctures where the revision of existing infrastructure systems creates new alignments.

Adjacent and abutting parcels in and/or near these public places would be useful for restaurants, cafes, and other uses that can animate these spaces and make them socially desirable during both the day and night. (3.13)

Parking

Parking entries will be located in alleys and/or designed as attractive, active gateways into buildings. Temporary or permanent surface parking as a primary use is prohibited.

Accessory parking is allowed when not visible from the street. Shared parking among multiple offices and with uses that have non-overlapping peak parking demands



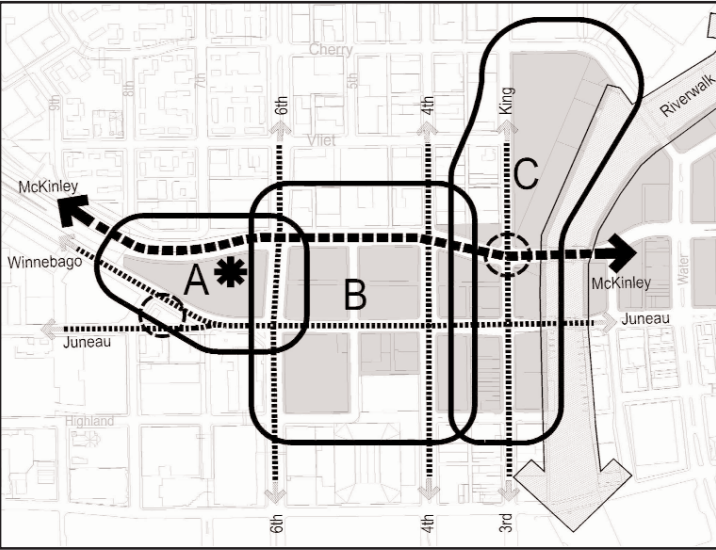
(3.12) Development within the McKinley Avenue District will complement the regional entertainment activities of the Bradley Center; the Midwest Express Center; and the related entertainment and retail activities of Old World Third Street.



(3.13) Parks, plazas, and green spaces serve as amenities that create a unique identity and add significant value to nearby properties.

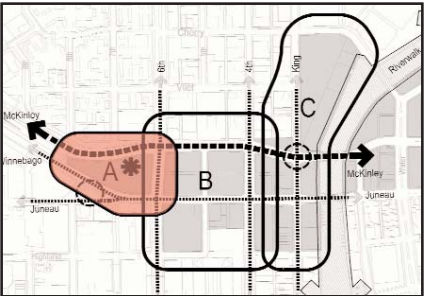
(such as nighttime and weekend entertainment activities) is highly encouraged.

McKinley Avenue District – Subareas and Corridors



McKinley Avenue District – Subarea A

McKinley Avenue will be the most attractive vehicular entrance to downtown, providing an experience that is desirable to motorists. The western edge of this subarea is a primary location for landmark buildings with unique features that serve as visual entry points to the downtown. (3.14)



Downtown Gateway and Urban Pedestrian Boulevard

The unusual geometry of the blocks and parcels can provide unique architectural forms. While a building with landmark features is desirable, this does not imply that any combination of novel forms is appropriate.

Specifically, the need for visual landmarks should be considered equally important to the need for buildings that exhibit visual harmony with their surroundings. Visual appeal depends almost entirely on creating a positive street-edge design. The integration of public landscape with facades is particularly important. (3.15)

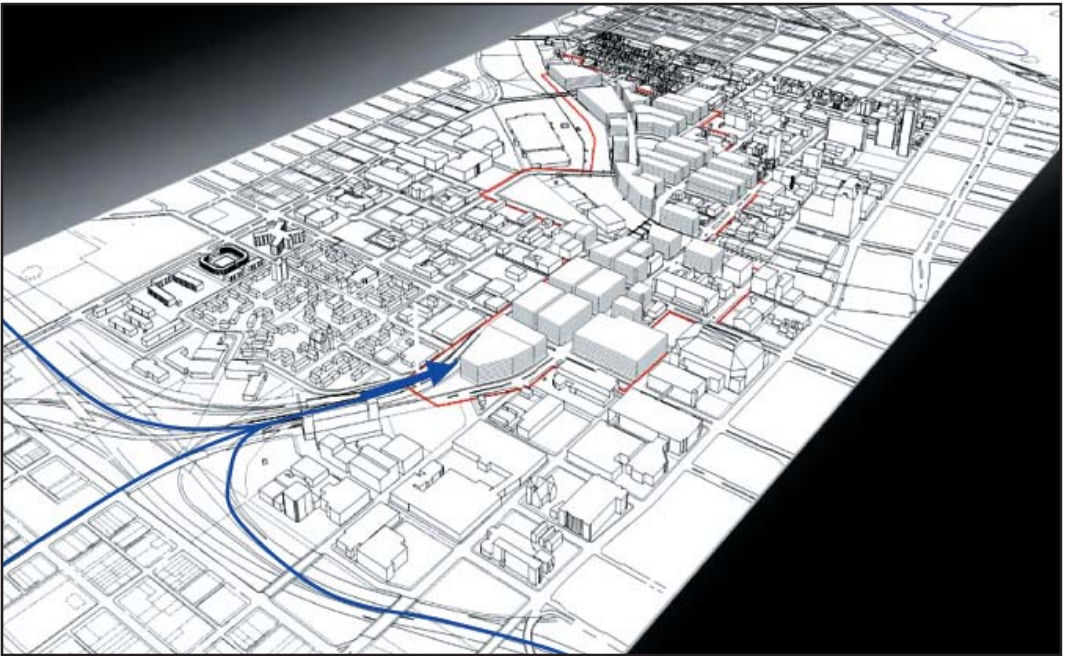
Given the existing buildings on the north edge and the opportunity for new buildings on the south edge, it is conceivable that the street section will not create a pattern of visually symmetrical building facades. This difference is viewed as an opportunity to create a visually interesting, complex environment for people to see and experience as they move along the street.

However, this added complexity places a greater burden on creating visual order and continuity along the street edge. Consequently, there is less variation allowed in facade treatments along both edges of the street in order to create a stronger sense of visual order.

Part of the appeal of major urban boulevards is a strong pattern of pedestrian activity. The ability to see human motion and activity is equally – if not more – important than the architecture of the buildings.

Creating a strong pattern of pedestrian activity will be given higher priority through the location of ground-level uses that generate foot traffic, such as restaurants (with outdoor seating), building entries, and lobbies, which receive visual emphasis. Wider sidewalks are highly encouraged.

Greater attention to landscape and streetscape amenities will give pedestrians a feeling of protection and separation from the traffic. At the same time, lighting and signage on the buildings will equally orient vehicular and pedestrian movements.



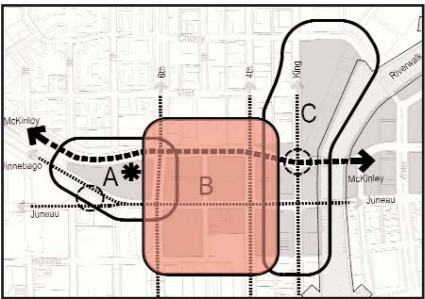
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McKinley Avenue District – Subarea B

This subarea allows for a broad variety of parcel sizes and combinations. Given the alleys, easements, and simplicity of the street grid, more than 20 different buildings could easily be located on the vacant properties.

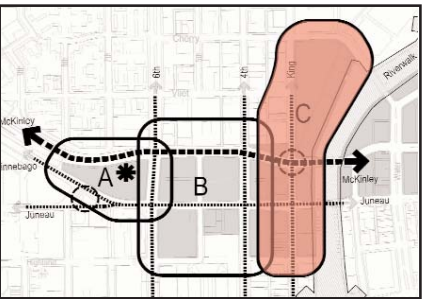


Mixed-Use Neighborhood – Entertainment and Office

Blocks 2 and 4 could be combined into one by closing Fifth Street south of McKinley Avenue. If this occurs, the loss of street-edge activity will need to be balanced by greater emphasis of street-edge activity along the remaining blocks. Activities that might warrant such a street closing would be the creation of a major new entertainment venue. In both cases, the streets' edge conditions will be strongly regulated to ensure continuity of urban form and activity.

McKinley Avenue District – Subarea C

The finer grain of historic development patterns in this district and along the Milwaukee River will be continued. Construction of buildings that significantly alter this pattern are discouraged. The continuation of office uses is desirable, however the finer grain of development makes this subarea equally suitable for supporting retail and residential uses.



West Bank Riverfront – Martin Luther King Drive/Old World Third Street, and the RiverWalk

Dr. Martin Luther King Jr. Drive / Old World Third Street provide a unique entry into the neighborhoods north of the corridor. Much of the revitalization of the near north-side area has taken place without the benefit of new downtown growth. However, the freeway demolition removes the visual barrier, further enhancing the street as a major connection to the north. (3.16)

The current amount of activity on Dr. Martin Luther King Jr. Drive/Old World Third Street suggests that with increased supporting and other ground-floor active uses such as retail, McKinley Avenue could become an extremely substantial feature of this district. Two of the most essential components of the RiverWalk design are continuity along the riverbank and perpendicular connections (both physical and visual) westward into the surrounding neighborhood. (3.17) Both of these must be maintained as redevelopment occurs. While new structures are to reach and reinforce the street edge, cut-through views and small-scale pedestrian linkages are encouraged.

Two significant opportunities occur along the south side of McKinley Avenue, east of Old World Third Street and the north side of McKinley, west of Old World Third Street. This location contains utility easements that suggest a small green space or plaza linked to adjacent development may be appropriate.

Juneau Avenue is the only major arterial that extends from the freeway to the lakefront, connecting the proposed entertainment uses in the former Pabst complex, the Bradley Center, and riverfront activities. Given the presence of entertainment activities and proposed entertainment activities along this arterial, it is envisioned that this street will be an active nighttime entertainment corridor that will include additional signage, lighting, and ornamental features. (3.18) The intersection of Juneau Avenue and Fourth Street will be a primary gateway to the entertainment corridor, which warrants eye-catching design details such as neon and larger signage and awnings.

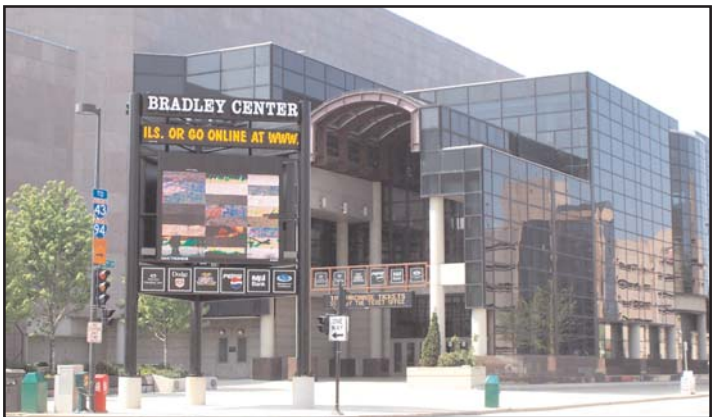
Juneau Avenue also provides an opportunity for pedestrian linkage from the areas west of the freeway (across the Winnebago



(3.16) Dr. Martin Luther King Jr. Drive (top) and historic Old World Third Street (bottom) have provided a unique entry into Milwaukee's north-side neighborhoods. The freeway demolition removes the usual barrier further enhancing the street as a major connection to the north.



(3.17) Two of the most essential components of the RiverWalk design are continuity along the riverbank and perpendicular connections (both physical and visual) to the surrounding neighborhoods.



(3.18) Given the presence of existing and proposed entertainment activities along Juneau Avenue, the corridor is envisioned to be an active nighttime entertainment district with additional signage, lighting, and ornamental features.

Street Overpass), past the Pabst Brewery area, through the McKinley Avenue District, and eastward to Lake Michigan. This potential connection will be protected and enhanced through design continuity and ground-level pedestrian experience.

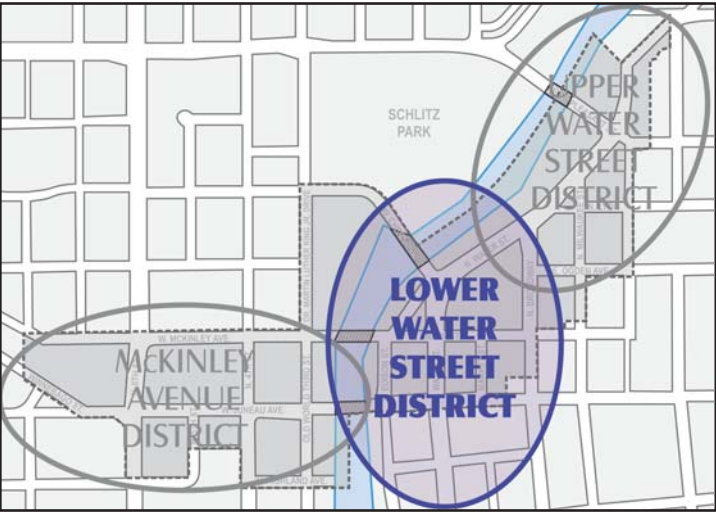
This corridor is also an important vehicular artery. The intersection with McKinley Avenue is viewed as the primary entry point for the redistribution of vehicles. Buildings will need strong visual elements that reinforce the corners of the surrounding blocks and the spatial integrity of the intersection. (3.19)

The triangular parcel, at the intersection of Juneau Avenue and Winnebago Streets, will create an intimate public green space or site for multiple signage and informational banners that creates a local identity to this otherwise poorly defined area. It will also serve as an amenity and complement the development of several parcels that surround the site.

As the major north-south vehicular arterial and major route across the Sixth Street Bridges to Milwaukee's south side, design continuity and quality is necessary. However, the wide street section and high volume of fast traffic require a different design approach. To protect and enhance the pedestrian experience, wider sidewalks are encouraged where possible and more attention must be given to creating landscape and streetscape amenities that give pedestrians a feeling of protection and separation from traffic. At the same time, lighting and signage on buildings must be equally oriented to vehicular and pedestrian movements.

The Downtown Plan and subsequent studies identify Fourth Street as a high-detail pedestrian route. As one of the only continuous small-scale streets to move north-south through downtown, it offers significant design opportunity. There is the potential connection southward to the edge of the Menomonee River if the proposed site of the current U.S. Post Office is redeveloped. Also, the intersection of Fourth Street and Juneau Avenue is envisioned to be the gateway to the proposed nighttime entertainment district on the Juneau Avenue corner.

LOWER WATER STREET DISTRICT



Land Use, Economic and Social Activities

The Lower Water Street District will include a mix of activities that complement existing entertainment uses, high-level pedestrian activity, intense riverfront uses, and linkages to surrounding neighborhoods.

Office

The riverfront, combined with street-friendly entertainment uses, make this district highly conducive to a broad array of office activities including corporate headquarters, new office buildings, and support/infill office space. Intense commercial office activity in this district will support existing and spur additional entertainment and residential development nearby.

A few sites afford options for larger floorplate buildings. Large-floor structures can occupy up to an entire city block, but not if the buildings will require the abandonment of public streets. Larger buildings will need to be designed in a manner that fits effectively with the finer grain of existing development in the district.



(3.19) The amenity and visibility of riverfront sites create prestigious locations for office uses.

Smaller office uses can easily be accommodated in buildings that are compatible with the pattern and size of existing buildings in this district. In addition, live-work buildings would fit nicely with the strong residential neighborhoods to the east.

This district provides a diverse and attractive mix of retail and residential uses that are mutually supportive of new office activity. Additional office uses will expand markets for these supporting retail and residential uses.

Residential

The expansion of finer grain residential neighborhood uses along the eastern edge of this district is encouraged and could take the form of smaller apartment structures. Owner-occupied units are preferred.

The existing range of restaurants dovetails well with residential markets focused on young professionals and others desiring an active, urban social neighborhood. Some support retail is appropriate to serve the expanding residential populations to the east and northeast.

Entertainment

This area has grown significantly as a major nighttime entertainment destination with a wide array of restaurants, cafes, and taverns. (3.20) Such uses derive from the major regional entertainment uses including the Bradley Center, Pabst Theater and Marcus Center, student populations from MSOE, and the historical pattern of smaller retail functions.

New major entertainment venues will also be considered for this district. Cinemas and theaters are acceptable if they complement adjacent uses, fit within the prescribed pattern of streets and blocks and, most importantly, ensure continuity of the streetfront's social and economic activities.

Any new, expanded, or remodeled uses must create strong street-front activities incorporated along the perimeter of their buildings.

Smaller scale structures offer opportunities for smaller enterprises to flourish. Typically, normal market forces will influence the success and failure of new businesses. However, the creation of smaller size floorplates would create a broader supply of opportunities for local entrepreneurs who can flourish with the type of downtown market afforded by this district.

Outdoor Public Activities

The unique configurations of blocks along the riverfront and at the juncture of angled streets offer opportunities for creating high-value urban squares and landmarks.

These public places offer options for creating plazas and green spaces that not only serve as amenities, but also create a unique identity and add significant value to surrounding properties. Parcels adjacent to these public spaces would be useful for restaurants, cafes, and other uses that can animate these urban open places and make them socially desirable. (3.21)

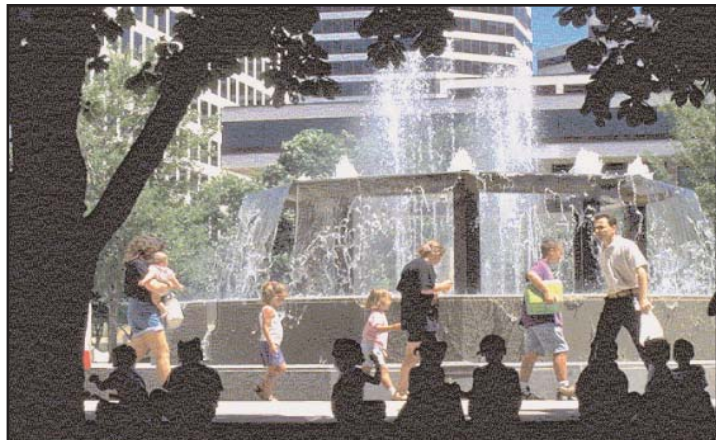
Parking

Parking for future expansion and/or new development will be in the form of parking structures with ground-level, non-parking uses as well as on-street parking. Parking entries will be located in alleys or designed as attractive, active gateways into buildings.

Shared parking among multiple offices and with uses that have non-overlapping, peak parking demands (such as nighttime and weekend entertainment activities) are encouraged. Temporary or permanent surface parking as a primary use is prohibited. Accessory parking is allowed when not



(3.20) The Lower Water Street District has grown significantly as a major nighttime entertainment venue with a wide array of restaurants, cafes, and taverns.

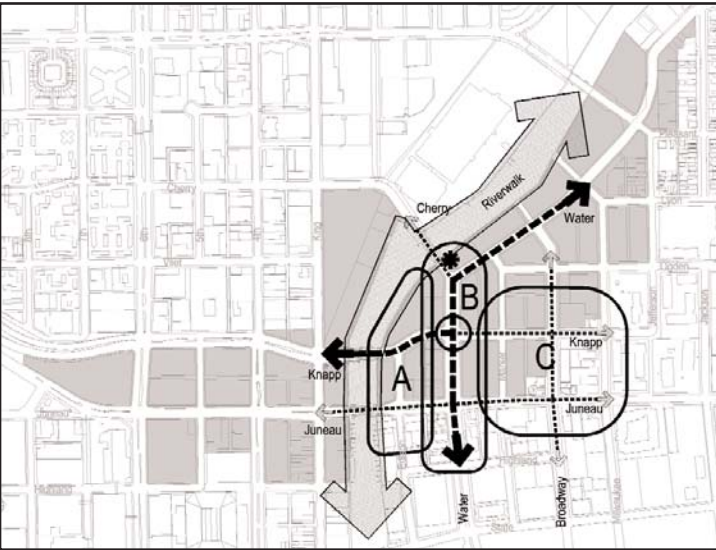


(3.21) Parks, plazas, and green spaces create unique identities and add significant value to surrounding properties.

visible from the street. Parking for smaller entertainment activities – such as restaurant, cafes, and taverns – will be accommodated by existing street parking, the few small off-street lots that exist, and shared use of parking structures that serve daytime office workers.

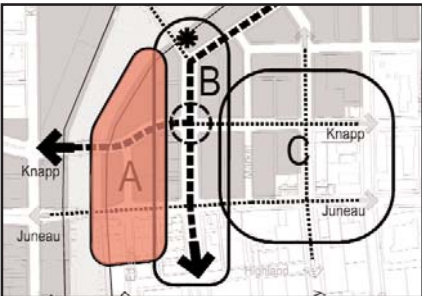
Parking for more substantial uses, such as a new cinema complex, will need to share existing and/or add new parking structures that will serve daytime users as well. Temporary or permanent surface parking is prohibited.

Lower Water Street District – Subareas and Corridors



Lower Water Street District – Subarea A

As redevelopment occurs, the design of the RiverWalk must maintain north-south continuity and establish a strong perpendicular connection – both physical and visual – into the adjacent neighborhood.

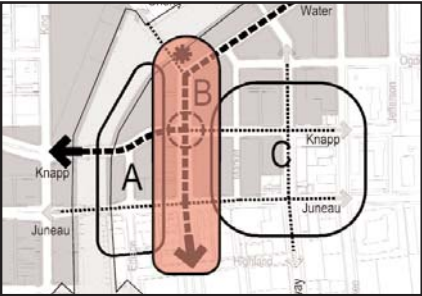


One of the unique features of this subarea is the small scale of Edison Street, which is part of the history of Milwaukee’s waterfront development. Along this street, a much finer grain of activities make it a less active but visually charming street, echoing the kinds of narrow waterfront lanes typical of older urban areas.

Another significant opportunity occurs at the Knapp Street Bridge. The unique geometries of the development sites offer spectacular opportunities for creating building forms that can serve as local landmarks for this district. The design of these buildings is critical. Given the geometries of the site, block edges must maintain street continuity and reinforce the pattern of building footprints on adjacent and opposing block faces.

Lower Water Street District – Subarea B

Historically, Water Street was the major north-south artery in Milwaukee’s city center. It rivaled Wisconsin Avenue as the principal defining street of the downtown. During the last decade it has regained some of its vitality due to increased day, nighttime, and weekend activity. The increased vitality is directly related to the market for restaurants and taverns created by regional entertainment activities in the area.



It is also important to recognize Water Street is a major arterial passing through the downtown. To the south it links directly to the Third Ward and the Milwaukee Public Market, then moves on to the Fifth Ward and south side. Moving northward, it connects to Brady Street, Humboldt Avenue, and the east side. Lower Water Street becomes, in effect, the heart of this revitalized corridor. It is important to retain the intimate scale of buildings and visual diversity that have become Water Street’s strength and trademark; however, new development need not repeat past architectural styles. (3.22)



(3.22) New development on Water Street must be compatible with the smaller scale of buildings and visual diversity that have become its strength.

Increased retail activity along this portion of Water Street is encouraged. Undeveloped parcels must create a compatible street level pattern. Another major opportunity is the creation of a landmark structure at the north end of Lower Water Street where it will split the Cherry Street Bridge crossing the Milwaukee River.

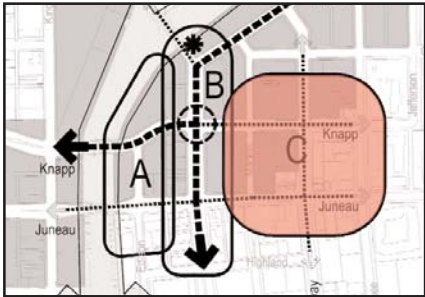
Lastly, the intersection of Lower Water Street and Knapp Street will become a major crossroad where the new entry to the downtown – McKinley Avenue – crosses the Milwaukee River and enters the east side.

As McKinley Avenue turns into the Knapp Street Bridge the street grid shifts and a variety of local landmarks and vistas unfold. This is not unlike the experience observed by many people as they move east and west along Wisconsin Avenue. This parallel and equally powerful urban design opportunity has not been previously possible. Once, however, the new street grid system is created, the intersection of Knapp and Water Streets may become the cornerstone of the east side. Consequently, the designs of the vistas and view corridors to and from this intersection are critical.

Equally important, the street edge along Knapp Street must be continuous and pedestrian friendly. In particular, the narrowed section of Knapp Street, near the east end of this district, has to be graceful and seamlessly interweave with the existing lower east side neighborhood.

Lower Water Street District – Subarea C

To create a seamless interweaving of Lower Water Street with lower East Town, development of an architecturally diverse set of buildings that include institutional and office



structures, as well as support buildings will be developed. Moreover, the changes in topography in this area require consideration of different view corridors, options for dual entry buildings, and conditions that allow for unique ground-floor configurations and street sections.

While no specific sites were identified for courtyards or comparable places, building designs that maintain a strong street edge and provide such places are allowed. For example, a narrow courtyard facing a street (similar to those found in many of Milwaukee’s east side apartment buildings) would blend well. Semi-private courts and gardens must, at the very least, provide visual access to the general public (although physical access would be preferred).

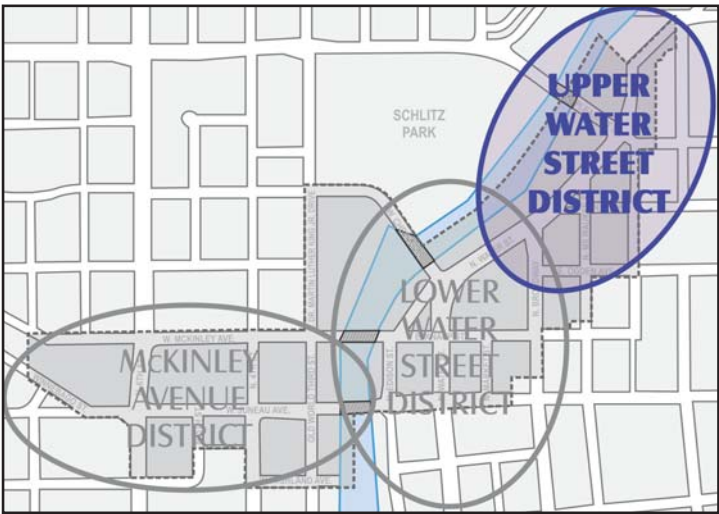
Juneau Avenue provides a critical downtown east-west linkage. It offers an opportunity to create a strong pedestrian linkage from the areas west of the freeway (across the Winnebago Street Overpass), past the Pabst Brewery area, through the McKinley Avenue District and eastward to Lake Michigan. This potential continuity will be protected and enhanced through continuity of design and ground level pedestrian experience.

Since the freeway was constructed, Broadway has become the high-speed arterial route to the lower east side. While allowing automobiles to move quickly, it has had a negative impact on pedestrian movements and has served as a barrier between subareas and neighborhoods, rather than a seam connecting different activities together. Broadway will be converted back to two-way and will be treated as a street that deserves greater pedestrian orientation.

While not as major an arterial as Sixth Street (west of the Milwaukee River) Broadway will still be the major north-south arterial east of Water Street. It will connect to the new park and residential development in the Upper Water Street District. As noted previously, for streets of this type, wider sidewalks are encouraged where possible and greater attention must be given

to creating landscape and streetscape amenities that give pedestrians a feeling of protection and separation from traffic movements.

At the same time, lighting and signage on buildings shall be oriented equally to vehicular movements as to pedestrian movements. In addition, the unique downtown topography allows persons on Broadway to have dramatic views westward, an attribute that would benefit new development and revisions to the streetscape.



UPPER WATER STREET DISTRICT

The Upper Water Street District will create unique, high-value, downtown residential neighborhoods, which include a new public square and an array of mixed uses such as live-work units, supporting retail, and entertainment activities. In the district, major adaptive reuse projects of existing buildings are encouraged and create a new model for urban riverfront development.

In this district, major adaptive reuse of projects will create strong linkages to office and residential uses to the north;

riverwalk activities along the west; residential and retail uses to the east and northeast; and the expanded entertainment area in the Lower Water Street District.

Land Use, Economic, and Social Activities

The Upper Water Street District will continue the strong pattern of residential development that has flourished to the east of Upper Water Street. It will also allow for continued growth of existing institutions, make a strong connection to the revitalized Brady Street area, and allow for a functional network of local streets that weave together the existing neighborhoods and activities.

Office

The Upper Water Street District is not to be considered a location for large, stand-alone office uses, but rather a prime location for live-work, mixed-use buildings, and infill offices. (3.23)

Live-work units are encouraged wherever new residential developments are located, particularly along major streets where additional pedestrian activity is desired. Although not yet common in this market, a larger mixed-use building combining substantial amounts of office space and residential units is also encouraged.

Infill office space with supporting retail is encouraged on sites where residential development is undesirable and/or impractical. Restaurants, for example, might be difficult to locate on the street level of residential buildings, but they might be welcome on the ground floor of an infill office structure.

Residential

This neighborhood will accommodate major residential growth that expands the strong residential development that



(3.23) The Upper Water Street District is not to be considered a prime location for large, stand-alone office uses, but rather for live-work uses, mixed-use buildings and infill offices.



(3.24) The Upper Water Street District will accommodate major residential growth that compliments existing downtown housing.

has occurred to the east and northeast. (3.24)

A diverse residential market will provide a healthier, long-term basis for maintaining a strong downtown. There are numerous opportunities for residential development in the form of apartments, townhouses, small units, riverfront housing, new structures, adaptive reuse, mixed-use buildings, and owner-occupied and rental units. (Owned occupied units are preferred.) A portion of residential development could be built for young professionals just entering the job market.

High overall densities are encouraged. Blocks along the new park are especially suited for higher density development that will benefit from a major amenity that will bring added value to residential uses.

The existing structures along the riverfront also provide an opportunity to create a unique, new form of urban waterfront development modeled after the successful patterns of traditional urban waterfront areas as seen in European communities.

The amount of residential development that can occur in this area may be sufficient for substantial amounts of supporting retail activity that serves the needs of the neighborhood. This can include expansion of surrounding neighborhood shopping nodes to the east or a new smaller node located within the district. The existing range of restaurants to the south dovetails well with residential markets focused on younger professional and others desiring an active urban social neighborhood.

Entertainment

Although not envisioned as a major entertainment district, continuation of the types of smaller scale activities from the Lower Water Street District is encouraged. These might include restaurants, cafes, and nightclubs particularly appropriate near the new public square envisioned as a centerpiece of this district. (3.25)

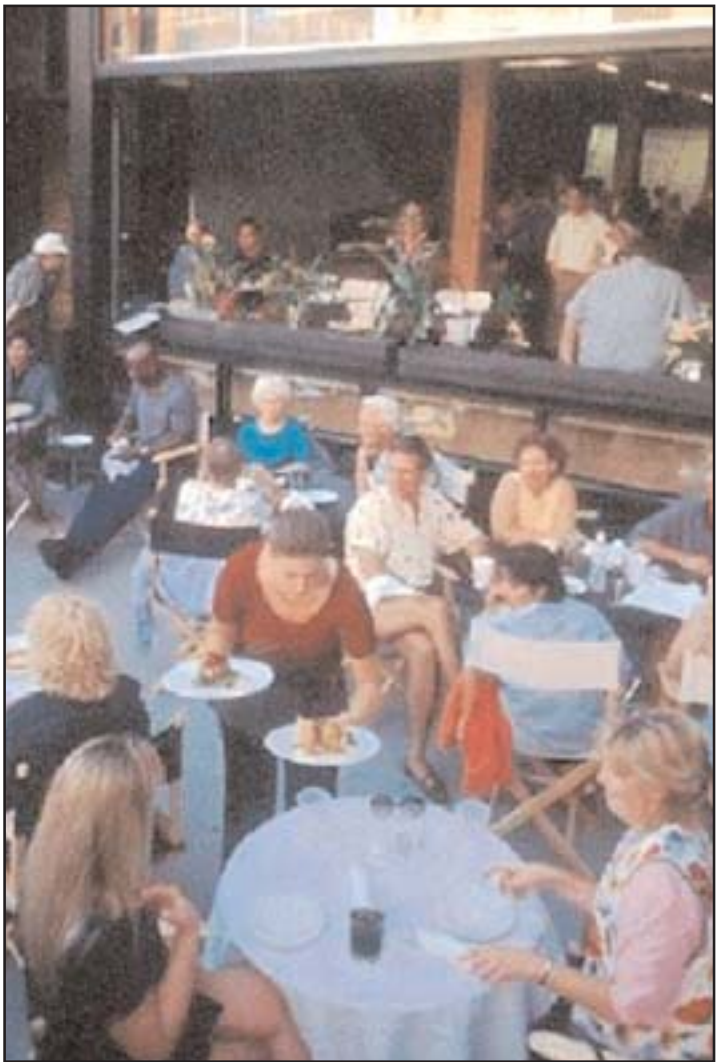
Outdoor Public Activities

One specific block in this area has been set aside to create an urban square just under an acre that will bring added value to the adjacent structures, as well as the entire district. The activities surrounding this square will include a higher proportion of supporting retail uses, including restaurants and cafes (nighttime and daytime activities).

In addition, the unique configurations of blocks along Water Street presents several locations with unique shapes that offer good opportunities for creating high-value public squares and landmarks.

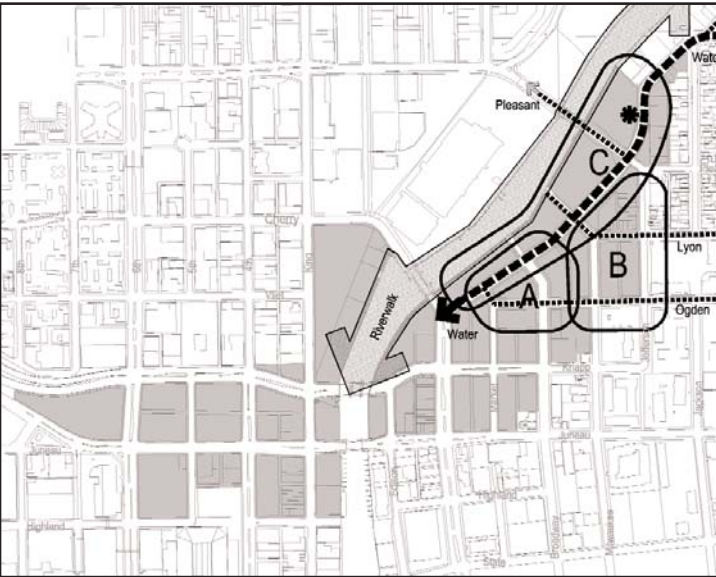
Parking

Parking should be provided through shared parking, on-street parking, or small parking structures. Temporary or permanent surface parking as a primary use is prohibited. Accessory parking is allowed if not visible from the street.



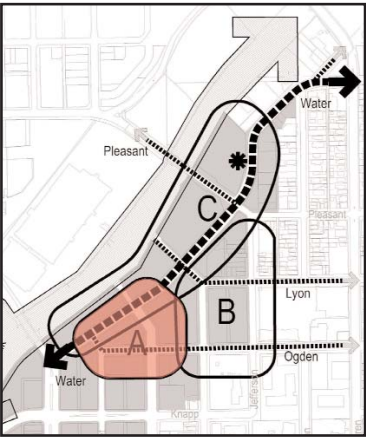
(3.25) Although not envisioned as a major entertainment district, smaller scale activities are encouraged in the Upper Water Street District, such as restaurants, cafes, and nightclubs.

Upper Water Street District - Subareas and Corridors



Upper Water Street District – Subarea A

As noted above, a primary feature of this district will be the creation of a new urban square. “Ogden Square” will become the central public place for this district, adding amenity and value to the surrounding uses and buildings. (3.26) It will provide opportunities for views outward to surrounding streets, as well as views into the new public place. The design of the square is intended to have a strong tree-lined edge and simple park interior with views into and across the space. It may also serve as a venue for neighborhood-based social activities. Surrounding buildings will have strong visual edges on

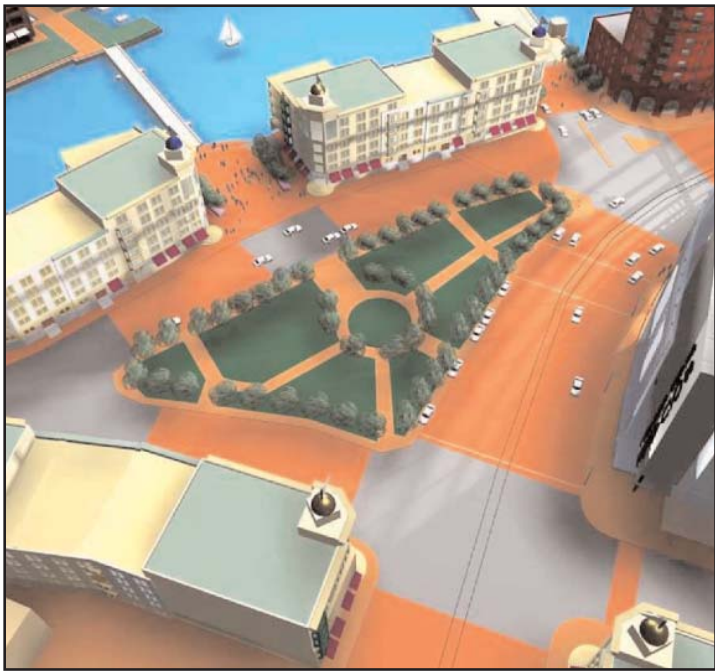
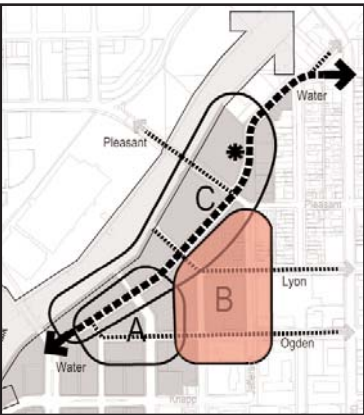


each side of the square and highly active pedestrian uses on the ground level.

Ogden Square will become the northern terminus of both Market Street and Broadway, and therefore should incorporate design features that enhance visual terminations. Market Street will become the link to City Hall, and Broadway will become the major link southward to the Third Ward and the new Milwaukee Green Market. Some outdoor market activities in this location should be encouraged provided that they do not compete inappropriately with the other outdoor market activities downtown.

Upper Water Street District – Subarea B

The north and south ends of this section of Water Street have been identified as places deserving of landmark structures. At the north end, a landmark structure will become the image signaling a major entry into downtown. The twists and turns of Water Street will become a major asset providing unique, memorable views and offering opportunities to diversify pedestrian movement in different directions – including connections to the river’s edge. At the south end, the landmark will become a major node marking the intersections of Water Street and the River as well as the primary transition from the office and business section of the downtown to the more residential neighborhoods to the north and northeast.

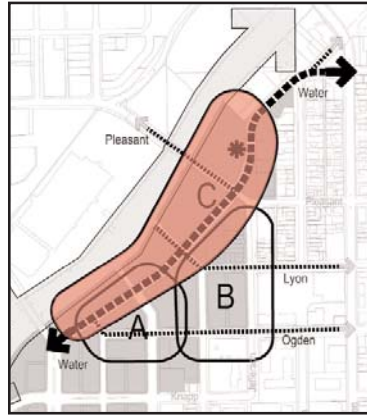


(3.26) A primary feature of this district will be the creation of the new “Ogden Square,” which will become the central place for this neighborhood-adding amenity and value to the surrounding uses and buildings.

UPPER WATER STREET DISTRICT

Upper Water Street District – Subarea C

Upper Water Street District has potential to expand the strong residential neighborhoods that have emerged to its east. While these neighborhoods have become linked to the downtown, the connections can be significantly strengthened and expanded. For example, new residential development can create an image of continuity from City Hall through Brady Street and the Beer Line redevelopment area.



There is also an opportunity to create a new riverfront street. This type of street is relatively uncommon in North America. The riverfront street, however, provides an opportunity to expand the concept of the RiverWalk into a complete street activity area and therefore should be designed along the lines of “shared streets” found in northern Europe and other traditional urbanized areas. While not implemented previously in Milwaukee, this type of street was in the traditional *RiverWalk Concept Design Plan*. (3.27)

Just as Water Street connects the north and northeast, other streets in this district (Lyon, Ogden, and Juneau) should create strong connections to the east and southeast where the texture of the buildings and streets offers greater variety. The adjoining neighborhoods include a mixture of institutional buildings, smaller apartment structures, and downtown businesses. Consequently there is no singular architectural character that dominates the street. Given this diversity, it is essential for each building to create a strong fit with its immediate neighbors. Lyon and Ogden, for example, have the potential to create a strong connection to the retail node and grocery store at Jefferson. (3.28)

Juneau Avenue, as noted previously, has the potential to be a major east-west pedestrian connection beginning at Lake Michigan, crossing downtown and the river, passing the Pabst Brewery area, and ultimately crossing the freeway. While it has not been developed in the past as a strong east-west link, it clearly has this potential.

Unlike the other streets, Knapp Street doesn’t continue through the neighborhood. While historically a through street, it was terminated, and now creates an awkward and disadvantageous condition. As the natural extension of McKinley Avenue, Knapp Street should, at some point, offer continuous vehicular movement to the east. While such changes lie outside the study area, they will be considered as future redevelopment plans unfold.

As each side of the RiverWalk system has expanded, the river crossing has become increasingly important as landmarks and activity nodes. The Pleasant Street Bridge clearly offers this opportunity, however, the intersection of Pleasant and Water Street currently displays little character and interest. It is more of an awkward shift in streets and topography than a focal point and collage of visually interesting buildings and facades. Because of its proximity to the RiverWalk it can become a major node and landmark. Buildings near this intersection must add definition and interest to the street intersections. A small public place, especially one that created a strong link to the river, would also be appropriate.



(3.27) The above rendering by Engberg Anderson Architects shows how a new riverfront street could be created in the Upper Water Street District that would provide an opportunity to expand the RiverWalk into a complete activity area.



(3.28) Lyon and Ogden Avenues have the potential to create a strong connection to the retail node and full-service grocery store located at Jefferson Avenue.

